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. BSTRACT

Long-term needs of California for postsecondary education and the state's ability to meet the needs will be reassessed by the California Postsecondary Education Commission. Assumptions of the Commission's current long-range planning effort are briefly reviewed. The scope of postsecondary education will include public and private nonprofit and proprietary institutions. Areas of inquiry will likely concern: the impact of demographic changes, the state's ability to fund postsecondary education, the role of colleges in the economic development of the state, and the impact of societal change and work on postsecondary education. The topics of four background papers and one policy paper that will be generated are described. Background papers will primarily be concerned with forecasts based on reasonable projections for 1985 to 2000. In addition to a review of statewide long-range planning, the papers will cover the following concerns for 1985-2000: social and economic trends; population and enrollment trends; financial support for California postsecondary education; and policy issues for postsecondary education. The kinds of subjects and questions that are likely to be addressed for each paper are identified. (SW)

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A PROSPECTUS FOR CALIFORNIA POSTSECONDARY EDUCATION 1985 - 2000

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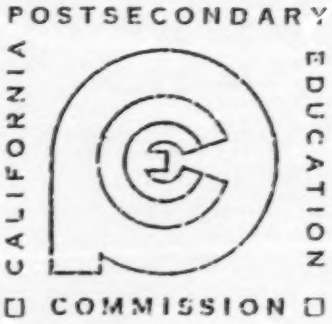

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

1020 TWELFTH STREET, SACRAMENTO, CALIFORNIA 95814

The California Postsecondary Education Commission was created by the Legislature and the Governor in 1974 as the successor to the California Coordinating Council for Higher Education in order to coordinate and plan for education in California beyond high school. As a state agency, the Commission is responsible for assuring that the State's resources for postsecondary education are utilized effectively and efficiently; for promoting diversity, innovation, and responsiveness to the needs of students and society; and for advising the Legislature and the Governor on statewide educational policy and funding.

The Commission consists of 15 members. Nine represent the general public, with three each appointed by the Speaker of the Assembly, the Senate Rules Committee, and the Governor. The other six represent the major educational systems of the State.

The Commission holds regular public meetings throughout the year at which it takes action on staff studies and adopts positions on legislative proposals affecting postsecondary education. Further information about the Commission, its meetings, its staff, and its other publications may be obtained from the Commission offices at 1020 Twelfth Street, Sacramento, California 95814; telephone (916) 445-7933.

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Commission Report 84-6

Adopted January 30, 1984

THE California Postsecondary Education Commission is embarking on a major reassessment of the State's needs for postsecondary education and of the public and private resources for meeting such needs. Over the course of the 1983-84 fiscal year, the Commission will obtain the best available information on demographic and economic trends from which to construct a framework for policies to guide postsecondary education to the year 2000.

PURPOSE

The purpose of this project is to analyze long-term needs of California for education beyond high school, to assess the State's ability to meet them, and to develop a basis for reassessment of public policies for postsecondary education, including those in the State's Master Plan for Higher Education. The project will be grounded in the demographic and economic factors which will determine educational needs over the next two decades.

The authority for this study comes from *California Education Code* Section 66900 which created the California Postsecondary Education Commission as a statewide agency to "promote diversity, innovation, and responsiveness to student and societal needs through planning and coordination," and Section 66903 which, in assigning functions to the Commission, charged it to "serve as a stimulus to the segments and institutions of postsecondary education by projecting and identifying societal and educational needs and encouraging adaptability to change, . . . collect and conduct studies of projected manpower supply and demand, in cooperation with appropriate state agencies, and disseminate the results of such studies to institutions of postsecondary education and to the public in order to improve the information base upon which student choices are made, . . . and develop criteria for evaluating the effectiveness of all aspects of postsecondary education."

Thus, the project will proceed from an assessment of the needs of the State for postsecondary education for the remainder of the century, through a projection of the private and public resources for meeting those needs, to the development of a common basis for postsecondary planning and for future reassessments of major public policies affecting postsecondary education.

ASSUMPTIONS AND METHODOLOGY

The conditions under which planning was conducted for the 1960s and 1970s differ in many important respects from those which must attend responsible planning for the 1980s and 1990s. California's system of postsecondary education has been well served by the assumptions made and the framework developed for this era of explosive growth and gradual maturation. The period ahead will be no less dynamic, but it may be characterized less by growth than by change -- changes in society in general (the economy, demography, individual roles, and a host of other factors) which will mold postsecondary education needs and demands.

The need for flexibility will be every bit as great as it has been, but, as recent experience has shown, assumptions and policies which work well for growth do not necessarily respond well to other kinds of change. Thus, it is inevitable that in the period of change anticipated, long-standing assumptions and policies will come into question. It is, therefore, incumbent upon the postsecondary education community, in concert with governmental policy makers and the private sector, to seek a common understanding of the analytical bases and the framework for reassessing such policies. In that interest, the best available data will be marshaled to define a range of forecasts of important demographic and economic indices, and a range of policy alternatives will be inferred from those forecasts.

Long-range planning efforts for postsecondary education have varied widely in the attention paid to assumptions and methods. Some have been highly explicit in their treatment of operating premises and principles while others are silent on the subject. The explicit treatment of assumptions and methodology is necessary in the Commission's current planning effort because the completed document is to serve as an instrument or framework for ongoing, widespread use in postsecondary planning and policy making. It is essential that all users understand the premises and procedures on which this instrument is based and the limits of its utility.

Throughout the development of the background papers, many specific assumptions will of course have to be made about data and trends. Similarly, their methodology will necessarily vary in light of their topics. These specific assumptions and variations in method will be made explicit

as the papers are prepared. Nonetheless, the following general assumptions and methodological principles will apply to all of the projects and can be stated as ground rules at the outset:

Continuity: All serious efforts at planning assume either explicitly or implicitly that there will be a certain continuity (if not stability) in the period considered. The projections of the California Department of Finance in its *Estimated and Projected Population of California, 1960-2000* (June 1968, p. 4) provide an example:

> Almost invariably the general assumptions underlying population projections take the following form: it is assumed that
>
> 1. our democratic institutions and system of government will remain, and with them the right of every person to migrate where his whims or social or economic advantage dictate.
> 2. no major natural catastrophe will befall the State or the nation.
> 3. no major or world-wide war will break out, although military commitments will approximate the highs and lows of the past few years.

The Commission's current long-range planning effort will make a similar assumption of overall continuity without ruling out the need to plan for contingencies. That is, we will assume general societal continuity but will design the planning framework to accept major unanticipated changes in State resources and demographics in order to help postsecondary education to deal with such contingencies. Although California's economy, culture, and institutions will continue to evolve, and California's position with respect to the rest of the nation and the world will change in response to a variety of factors, it is assumed that these changes will not entail catastrophic discontinuities in the State's development or irreversible disruptions in the fabric of society.

Contingencies: A second assumption is that it is less important to predict future events than it is to provide a means of assessing a range of probable alternatives. Though extrapolations of current trends tend to lose their utility after a few years, we will use the best projections available to arrive at a realistic forecast of the future. But the more important aspect of this effort will be the development of a framework which can accommodate changes in projections and in specific assumptions as the need arises.

Role of Postsecondary Education: A third assumption is that postsecondary education and its three primary functions (instruction, research, and public service) will continue to be valued by society. This is not to say that postsecondary education can assume unquestioning public support or that critical self-examination is unnecessary. It is also assumed that postsecondary education will not diversify into major areas of endeavor beyond these three and that the enterprise as a whole will continue to operate in response to perceived or anticipated societal needs.

Scope of Postsecondary Education: The scope of postsecondary education will be taken to include "public and private non-profit and proprietary institutions legally authorized" to provide postsecondary education, training, or retraining for "persons 16 years of age or older who have graduated from or left elementary or secondary school" (Federal Education Amendments of 1972, Sections 1202 and 1060). Within the limits of data available, these functions of postsecondary education will be taken into account, along with the functions of research and public service.

Limits of Analysis: Throughout the development of the background papers, distinctions between projections, forecasts, and predictions will be observed as follows:

- *Projection:* extrapolating present trends into the future.
- *Forecast:* assigning at least rough probabilities to various future events.
- *Prediction:* establishing a high enough probability for a future event to assert that it will happen.

The primary concern of the background papers will be with forecasts based on reasonable projections.

Focus of Analysis: The geographic and political scope of analysis will be limited to the State of California, but the influence of regional, na-

tional, and international developments will be taken into account, particularly in the paper on social and economic trends.

Duration of Analysis: The background papers will consider the period between 1985 and 2000. In projecting current trends, at least ten years of historical data will be sought, though the more recent data may be assigned greater weight in the projections.

Sources of Information: The Commission will draw on many sources of information, from both governmental and nongovernmental agencies as well as individuals. The Commission, with the assistance of the advisory committees, will make judgments of the credibility and validity of the various sources and the utility of the information in making forecasts.

Orientation of Analysis: Pessimistic (or conservative) assumptions and estimates of the future are not considered as inherently more prudent, more rigorous, or less prone to error than optimistic assumptions and estimates. In forecasting the future, there should be no systematic bias in favor of one or the other of these extremes.

Types of Data: While most of the effort in the background papers will deal with quantitative matters, it is not assumed that the nonquantifiable variables are unimportant. Their influence on the quantifiable variables used will not be ignored.

Type of Analysis: The perspective of the background papers will be largely descriptive or predictive of future conditions. Their emphasis will be on forecasting what conditions are likely to be rather than specifying how those conditions might be improved or goals achieved (the normative perspective). In practice, it is not possible to isolate these two perspectives, but the bulk of the treatment of desirable policies and strategies will be found in the later policy paper. However it is assumed that desirable futures for postsecondary education will be determined by the interest of society in general rather than that of a particular sector.

Economy: In building models to forecast the future, priority will be given to the simplest construct capable of describing the important aspects of that future. By definition, a model is an incomplete representation of reality, and much of the effectiveness of a model lies in its ability to isolate the important variables and highlight them. Therefore, we shall seek to avoid complexity which adds little to the predictive power of our models.

Applicability and Sensitivity: All models developed will be tested to demonstrate their sensitivity with respect to changes in assumptions and variables. Specification of the range of values over which the model is applicable and its sensitivity to variations within that range will be considered an integral part of each model.

Consensus: While the development of the individual background papers and later policy paper will involve both technical and policy advisory committees, there is no implication of consensus on the contents of the papers or on other results. Responsibility for the products of this effort rests solely with the Commission.

ISSUES

The issues to be considered in this project will be those that follow from the analysis of societal changes and concommitant changes in California postsecondary education. Therefore, a full listing of issues will be an intermediate product of the study. However, areas of inquiry that can be anticipated are:

1. The impact of demographic changes (age, ethnicity, educational precedent, family income, etc.) on total postsecondary participation and on shifts among the segments.

2. The State's ability to fund postsecondary education.

3. The role of postsecondary education in the economic development of the State.

4. The impact of societal change, the nature of work, and patterns of living on postsecondary needs, demands, and institutions.

While periodic review of the environment for postsecondary education requires no special justification, the need for a reassessment at this time is amplified by California's changing position in both national and world economies, the increased awareness of the interdependence of education and the economy, and the growing competition for public support among legitimate and necessary public services.

STUDY DESIGN

Data collection will concentrate on existing published and unpublished sources of demographic and economic information on the period in question, including the 1980 Census and subsequent reports of the Census Bureau, the population and enrollment projections of the California State Department of Finance, the planning projections of the several postsecondary segments, economic and demographic forecasts from the private sector, information from current Commission reports, and books, periodicals, and other documents.

The very nature of the project and the limits on available data will require comparative analysis of information from diverse (and perhaps divergent) sources. Thus, a range of projections and alternatives will be considered and careful attention paid to the strength of specific inferences.

The members of the Commission's Statutory Advisory Committee, augmented by representatives of the legislative and executive branches, will provide policy advice on the conduct of the study and on the several reports to be produced. In addition, two technical committees will be empaneled: one on demographics and another on the economic aspects of the project. Involvement of the private sector in the advisory committees is expected.

Over the course of the study, reports will be brought before the Commission acting as a committee of the whole with respect to this project and its several components. Responsibility for the result of the study will rest solely with the Commission, rather than with either the policy or technical committees.

COMPONENTS OF THE PROJECT

The project will involve the generation of at least four background papers and a policy paper dealing with issues raised in the development of the background papers.

1 *A Review of Statewide Long-Range Planning*

This paper will establish a context for the entire project by reviewing the growth and development of California postsecondary education since World War II in light of the State's major postsecondary planning documents that have been generated over that period.

It will compare and contrast the planning documents with respect to:

1. The context in which each was undertaken, in terms of (a) economic and demographic conditions at the time and (b) perceived problems;
2. The authority for the study;
3. The nature of the group assigned the study;
4. The scope of the study;
5. The methodology employed;
6. The scope and nature of recommendations; and
7. The implementation of the study.

At the same time, this paper will trace the growth of population and of postsecondary enrollments and resources in California since 1945 as well as the changes in mission and governance that the State's several segments of higher education underwent over this period.

The primary sources of information for this review will be the following statewide planning documents, listed here in chronological order:

- *Survey of the Needs of California in Higher Education.* George D. Strayer, Monroe E. Deutsch, and Aubrey A. Douglass, 1948.
- *A Restudy of the Needs of California in Higher Education.* T. R. McConnell, T. C. Holy, and H. H. Semans, 1955.
- *A Master Plan for Higher Education in California.* Master Plan Survey Team, 1960.
- *The Master Plan Five Years Later.* Coordinating Council for Higher Education, 1966.
- *The Challenge of Achievement.* Report of the Joint Committee on Higher Education (Jerome Evans, Consultant). California Legislature, 1968.

- *The California Master Plan for Higher Education in the Seventies and Beyond: Report and Recommendations to the Coordinating Council for Higher Education.* Select Committee on the Master Plan for Higher Education, 1972.
- *Report of the Joint Committee on the Master Plan for Higher Education* (California Legislature, 1973).

Beyond these seven reports, the staff will review the published histories of the segments that include references to the past 30 years and will interview the authors or architects of the studies to clarify the staff's interpretation of issues addressed by the studies and to gain further insight into the relationships among all of the studies.

Data on California's population and economic growth and on the growth and development of postsecondary education over the past three decades will be drawn both from the planning documents themselves and other published data.

Finally, the staff will examine current strategic planning efforts at the postsecondary level in selected other states to put the Commission's present planning endeavor in perspective.

2 *Social and Economic Trends: 1985-2000*

This second paper will offer an assessment of changes expected in California's social and economic life over the next decade and a half. It will discuss and analyze current predictions and points of view, highlighting those which appear most reasonable and of greatest importance for postsecondary education planning.

The overriding objective of the paper will be to determine an overall social and economic *context* for California postsecondary education through the remainder of the century. This general context is necessary for the discussion of anticipated changes in the postsecondary system, including shifts in demographic and enrollment patterns, available resources, the impact of technology on education, the role of postsecondary education in economic development, and possible points of pressure or strain that California's colleges and universities may encounter in the coming decade and a half.

Like the previous paper which will review *past* trends in California postsecondary education in terms of major planning documents, this paper on possible future trends will not attempt to specify what actions should be taken regarding California postsecondary education but only indicate the environment in which eventual decisions are likely to be made. In so doing, it will set the stage for the empirical work to follow on demographics and resources.

At the present time, more writing is being devoted to predicting and analyzing future social and economic trends than at any time in memory, and that fact alone suggests that the society is changing in important ways. Some of the changes that economists and social observers have noted and that have implications for California higher education include:

- the influence of electronics in virtually every aspect of daily life, from the work place to the grocery store;
- shifts in population and industry from the "snow belt" to the "sun belt";
- the efforts of dozens of states to attract "clean" high-technology industries;
- changes in the age and composition of the work force and in the educational needs of workers;
- the massive growth in the nation's "hidden economy";
- the move from mass production to customized production of specialty products;
- and the increasing flexibility of individual life styles.

In addition, there is a growing recognition that economic and cultural vitality are highly dependent on the quality and availability of educational services, and thus many observers are calling for closer relationships between campuses, businesses, and government.

The Commission will offer a critical review of current thinking on these and other issues in order to provide the most accurate framework for future postsecondary education policy in California.

The basic assumption of this paper is that the social and economic changes which are likely to occur in California over the next 15 years cannot be forecast by status-quo projections or simple extrapolations from the past. Emerging trends

must be identified specifically in any realistic model of the State's future. At the same time, planning cannot -- at least not in a baseline forecast -- assume catastrophic discontinuities in social and economic life, for disasters invariably negate any predictions which may previously have been considered reasonable. Between these two extremes, a central forecast can be created which assumes relative social and economic stability. Once that forecast has been established, it will be possible to establish a set of credible alternatives that should be considered in State and institutional planning.

Beyond this principal assumption, the project will encompass as wide a range of ideas as possible. At the present time, trend analyses and futurist literature are both substantial and diverse in outlook. Besides a number of relevant books, a great many periodicals and government publications are devoted to these trends and forecasts, and Commission staff will review as many of them as possible. But in the process of synthesizing this literature, the staff will emphasize data on major demographic and economic trends rather than concentrate on interpretations of changes in attitudes and life style.

In most analytical efforts, issues emerge as the research progresses, and there is little doubt that this will be the case with this part of the project. Nevertheless, it is possible to list as examples the kinds of subjects and questions that the staff expects to explore in this paper:

1. Changes in California's economy -- both in absolute terms and in relation to the economy of the rest of the nation and the world.
2. Changes in the ethnicity, age, geographic distribution, and educational attainment of California's population, and the probable effects of these changes on postsecondary institutions.
3. Changes in the nature and composition of the labor force, as well as the unemployed segments of the population.
4. Changes in demand for other State services, particularly in the area of social programs that compete with postsecondary education for appropriations.
5. Changes in the relationship between campuses, private corporations, and government, with possible resultant changes in institutional orientation, direction, and control.
6. Changes in or expansions of technology which could alter the role of all curricula, particularly with regard to the amount of resources devoted to the social sciences and humanities on the one hand and scientific and technological disciplines on the other.

These kinds of changes, and others, will be examined and assessed in terms of their possible influence in shaping both California life and its postsecondary institutions over the remainder of the century. A more comprehensive treatment of issues raised in the background papers will occur in the development of the later policy paper.

As noted earlier, the principal sources of information for this paper will be books, periodicals, and publications from both the private and governmental sectors. Most groups involved in economic forecasting (such as banks, schools of business and economics, and forecasting services) adopt a perspective which usually extends for no more than a few years, but exceptions are to be found among such authors as Hawken, Naisbett, Reich, Rifkin, and Toffler, and among such government agencies as the U.S. Department of Labor and California's Employment Development Department. The staff will review the most wide ranging of these published materials and then interview individuals involved in social and economic forecasting in colleges and universities, government, and in the private sector regarding their current projections and data-based speculations.

3 *Population and Enrollment Trends: 1985-2000*

The purpose of this part of the project will be to use official State projections of the size, age, sex, and geographic distribution of California's population in conjunction with estimates of specific population and enrollment characteristics to forecast California's postsecondary education needs through the year 2000.

This paper's primary assumption is that projections of current population and enrollment trends will not, by themselves, provide as complete a picture as is necessary for postsecondary planning and policy making over the next 15 years. For example, California has for 20 years experienced one of the highest rates of in-migration of any state in the nation. Thus, variations in this high rate in response to such factors as changes in the influx of undocumented per-

sons and the likely move to California of many Indo-Chinese refugees who have settled elsewhere can appreciably affect forecasts of population and will require special attention in forecasts of postsecondary enrollments.

It is assumed that while California's needs for postsecondary education will not remain as they are today, many of the changes that will occur can be anticipated and accommodated in forecasting models. Specific estimates about the nature, extent, and effect of these changes in determining population and enrollment levels will constitute a major portion of the work on this project.

Issues involved in the development of this background paper include:

1. Sensitivity of population projections to such factors as immigration, fertility, and mortality.
2. Changes in demographic patterns of the population in terms of age, ethnicity, sex, and the like.
3. The influence of a changing society on postsecondary programs in high technology, the sciences, languages, the social and health professions, and other fields.

Commission staff will work closely with the Population Research Unit of the Department of Finance in developing two models for estimating population and student characteristics:

- The first will be a specialized model, designed to address population characteristics that particularly affect postsecondary education, such as age, sex, ethnicity, educational attainment, primary language, geographic distribution, employment, and family income.
- The second, an enrollment model, will forecast the number and types of students expected to enroll in postsecondary institutions, considering such charactistics as their age, sex, ethnicity, student status, student level, full- and part-time enrollment, and credit load.

These two models will examine a wide range of forecasts, assessing the effects of major societal and economic growth on the one hand and societal and economic setbacks on the other. In doing so, it will be possible to establish realistic boundaries on forecasts which can be adjusted over time. Adaptable models such as these can be expected to be more durable and instructive than the specific projections on which they build.

In addition to conferring with staff of the Population Research Unit of the Department of Finance, Commission staff will interview other experts in demographic and enrollment projecting, including representatives of such groups as the Council of Governments. A technical advisory committee consisting of representatives of the segments, the Department of Finance, the Legislative Analyst's Office, and private industry, along with other demographic analysts will advise the staff on the conduct of the project and the content of the report.

4 *Financial Support for California Postsecondary Education: 1985-2000*

This paper is designed to be a quantitative examination of the ability of California's economy to provide the financial and material resources necessary to support postsecondary education over the coming 15 years. It will draw on data and observations from the other background papers dealing with demographics and social and economic trends that aim to identify the conditions of social and economic life within which postsecondary education will exist for the remainder of the century.

Stated another way, the other papers will seek to provide a picture of changes in California and, to some extent, the nation over the next decade and a half; but this paper will focus on the probable effect of these changes on State revenues and on funds available for postsecondary education services.

Its basic assumption will be that the major determinants of postsecondary education finance between now and the year 2000 can be identified within defined limits. Thus it will explore a range of possibilities for each of these determinants and assess their individual contribution to the amount of resources available to postsecondary education through that date.

Principal issues for the paper include:

1. Integrating the forecasts from the other background papers regarding the future environment for California postsecondary education and estimating their impact on future institutional resources.

2. Determining the relationship between the "Gross State Product" and the availability of public financial resources.
3. Plotting postsecondary education's current and projected share of State and local revenues.
4. Identifying the current and likely distribution of those resources among California's institutions of postsecondary education.
5. And estimating the State's capacity to support postsecondary education under varying assumptions with respect to the State's economic growth, public sector resources, and postsecondary education's projected share of these resources.

The development of credible figures for this paper will require a thorough examination of all related work being done by such State agencies as the Department of Finance and the Office of the Legislative Analyst as well as by such private research organizations as SRI and the Center for the Continuing Study of the California Economy. In addition, resource forecasts developed by the Employment Development Department, the Commission for Economic Development, Assembly and Senate Committees, and numerous banks and corporations will be reviewed.

A technical advisory committee with representatives from the several segments of postsecondary education, government agencies, and the private sector will advise the staff on the conduct of the study and the content of the report.

5 *Policy Issues for Postsecondary Education: 1985-2000*

Following completion of the four background papers, the second phase of the project will involve the drafting and review of a policy paper dealing with the issues raised in them and presenting a common analytical basis for reassessing postsecondary policies over the next decade and one-half.

Because the scope and content of this paper will depend so greatly on the results of the earlier papers, staff will develop plans for it sequentially in consultation with the advisory committees and the Commission.

SCHEDULE

The target for completion of all four background papers is the end of the current fiscal year, but the Commission will begin reviewing preliminary drafts in December.

- The preliminary draft of the first paper, *A Review of Statewide Long-Range Planning*, will be discussed by the Commission at its January meeting. Commission consideration of the final draft is scheduled for the meeting of March 12, 1984.
- The preliminary draft of the second paper, *Social and Economic Trends: 1985-2000*, will come to the Commission for discussion in March, with the final draft to be considered at the Commission meeting of April 30, 1984.
- The preliminary drafts of the final two background papers, *Population and Enrollment Trends: 1985-2000*, and *Financial Support for Postsecondary Education: 1985-2000*, will come to the Commission for discussion at its April meeting. Final drafts will be considered by the Commission on June 11, 1984.

STAFF

Several members of the Commission staff will devote primary attention to the project through the remainder of the fiscal year. Questions and comments about the project may be directed to its coordinator:

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